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Summary of midterm reviews and major evaluations of country programmes

Americas and the Caribbean region

Summary

The present report was prepared in response to Executive Board decision 1995/8 (E/ICEF/1995/9/Rev.1), which requested the secretariat to submit to the Board a summary of the outcome of midterm reviews and major country programme evaluations, specifying, inter alia, the results achieved, lessons learned and the need for any adjustments in the country programme. The Board is to comment on the reports and provide guidance to the secretariat, if necessary. The evaluation described in the present report was conducted during 2003. Two major studies are also described.

Introduction

1. The present report includes the midterm reviews (MTRs) for Guyana and Peru. Other MTRs conducted in 2003 for Southern Cone countries with a three-year cycle (Argentina, Chile and Uruguay) were combined with strategy meetings and led to the formulation of new programmes of cooperation. These were presented to the Executive Board at its annual session, in June 2004, in the draft country programme document (CPD) that also describes the MTR process and results. In addition, the MTR for Guatemala was combined with a strategy meeting at the end of 2003, at which the United Nations country team decided to shorten the original programme

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cycle in order to synchronize the programmes of all agencies concerned. The Guatemala CPD is being presented to the September 2004 session of the Executive Board and includes the results of the MTR that led to the formulation of the proposed programme.

2. Both the Guyana and Peru programmes were developed before the current medium-term strategic plan (MTSP). In both countries, the midterm review considered how the programme was effectively contributing to the organizational priorities. The review was conducted in a context of tight United Nations inter-agency cooperation and renewed efforts at strengthening the Common Country Assessment (CCA)/United Nations Development Assistance Framework (UNDAF) process. UNICEF Peru and UNICEF Guyana have increasingly addressed inequities and disparities, expanding the scope of the organization's influence on public policies for the full realization of children's rights.

3. The Peru country programme evaluation, which also fed into the country's MTR, is reported in detail. For UNICEF, this evaluation constituted a pilot experience, the results of which would benefit the upcoming MTR. A summary is also made of two major studies undertaken in the region in 2003, on *Effective schools for children from low-income sectors in Chile* and the *Situation analysis of children and adolescents in terms of diversity and equity in Brazil*. Both studies were selected for their quality and relevance in portraying the acute disparities that characterize the Latin America and Caribbean region. Women, rural inhabitants, ethnic minorities and other low-income groups are typically progressing at a much slower pace towards achievement of the Millennium Development Goals than would be suggested by national averages.

Midterm reviews

Guyana

4. **Introduction.** The 2001-2005 programme of cooperation between UNICEF and the Government of Guyana was signed in February 2001, but implementation did not start until later in the year due to national elections and the political unrest that followed. The MTR process was conducted from March to December 2003. Discussions took place with 10 groups of children and youth (a total of 227 children and youths) and six women's groups (a total of 126 women) in three regions. More than 80 individuals representing 8 Government Ministries, 4 Regional Democratic Councils, 7 non-governmental organizations representing youths, and 13 other civil society partners participated throughout the process. An analysis of achievements and constraints was made within the broader framework of the Poverty Reduction Strategy Paper, the Millennium Development Goals report, MTSP priorities and the evolving situation of children.

5. **The situation of children and women.** The MTR identified three overarching issues affecting the situation of children and women: decline in economic growth, an increase in violence and the steep rise in HIV/AIDS. Between 2.5 and 5.5 per cent of the adult population is estimated to be HIV positive or living with AIDS. By the end of 2001, some 4,000 children below the age of 15 -- fully 2 per cent of this age group — had lost one or both parents to AIDS, and the number of AIDS orphans is expected to rise. Emerging issues affecting the hinterland areas include the social and ecological impact of increased mining operations, the exodus of youth from

indigenous communities and the resurgence of malaria. Problems specifically affecting the lives of women include increased spousal abuse, continued economic disadvantage and the low levels of representation in public institutions.

6. The maternal, infant and under-five mortality rates are declining but remain high. For the 0-6 age group, high levels of stunting due to malnutrition continue to pose a challenge, particularly among indigenous children, while wasting is widely reported among Indo-Guyanese children in rural coastland communities. Anaemia is most prevalent among Afro-Guyanese children. Little is known about the status of children 7-12 years old, since there is no system in place for regular monitoring of their health and nutritional status. There are serious concerns regarding the quality of education, negatively affected by absenteeism of teachers, corporal punishment and the lack of provision for children with disabilities. Child labour is a critical problem, as are sexual abuse, teen pregnancy, and early marriage, but these sensitive and complex issues have yet to be addressed in a systematic way.

7. **Progress and key results.** The objectives of the Social Policies and Advocacy programme were only partially achieved. This programme was designed to promote civil society participation in implementing children's and women's rights, in strengthening judicial and social support systems, and in carrying out data collection and analysis. The creation of these systems for the protection of children was stalled, pending approval of three draft laws. The Bureau of Statistics, tasked with the development of the social statistics systems, had instead to focus on the national census and was weakened by the migration of skilled staff. Participation as a means to advance children's and women's rights did make some progress, although the National Commissions on Women and on Child Rights have had little policy impact due to the weakness of their advocacy and watchdog functions.

8. The Education and Life Skills programme partially achieved its objective to improve the quality and coverage of early childhood education programmes, strengthen the coverage of parenting education programmes and improve teacher competence in Child-Friendly School methods. Training of childcare workers in Municipal Day Care Centres and in Infant and Nursery Field Offices had a measurable impact on the workers' skills, behaviour and attitudes. Although some innovative approaches to parenting education were introduced, the majority of the training programmes were very academic and failed to focus on the needs of the child throughout the life cycle. Coverage of municipal day-care services remained very low (1 to 4 per cent), while the quality of private pre-school services was generally low, as these services had no approved standards, curricula or systems of monitoring and evaluation. Child-Friendly School methodologies have been included by the Ministry of Education in its Strategic Plan for 2003-2007, and Child-Friendly Schools have already been established in two regions. This project is expected to go to scale in a phased manner through the Education for All/Fast Track Initiative.

9. Two objectives were partially achieved: to develop and implement a national Health and Family Life Education (HFLE) curriculum and policy framework, on the one hand, and to facilitate the transition from schooling to the world of work on the other. The Ministry of Education appointed a special HFLE coordinator, who facilitated the development of an HFLE curriculum and policy paper. The curriculum has not been implemented in the schools but has created a greater recognition of the importance of HFLE among Ministry officials and teachers. The

transition from secondary education to the world of work was enhanced by the organization of student career fairs and work-study placements for out-of-school youth. Implementation of all activities in the Education and Life Skills programme was constrained by the loss of key Ministry of Education personnel and by rigid government management structures, leaving little space for cooperation within and among ministries.

10. The objectives of the Local Systems for Integrated Child Protection programme, to help reduce social disparities and support disadvantaged groups, were partially achieved in four regions. Major achievements included the scaling-up of the *Escuela Nueva* model through the Education for All/Fast Track Initiative, increased awareness about water and environmental sanitation and the construction of improved community sanitary facilities in several regions. The incidence of malaria decreased by more than 80 per cent in one region as a result of the Roll Back Malaria programme. Regional Committees on the Rights of the Child were established in two regions. Major constraints included insufficient funds, lack of skilled leadership in some communities and the high cost of working in remote areas. For this reason, a decision was taken in 2002 to consolidate efforts in two regions where the costs of operations are lower, before expanding the programme into the more remote areas.

11. Partial results were obtained in promoting safe environments for children and women in order to reduce the incidence of a range of critical problems such as child abuse, HIV/AIDS and violence. The lives of over 100 children living with or affected by HIV/AIDS were improved through nutritional enhancement and capacity-building programmes organized by the Linden Care Foundation, the first non-governmental organization (NGO) to offer such services in the country. In one region, 11 offices were established offering counselling and legal aid to families and children at risk.

12. In the 2001-2005 master plan of operations, little emphasis was placed on health issues and HIV/AIDS, and this constrained structured programmatic interventions. However, interventions addressing specific health concerns were included in the annual action plans and achieved important results in two areas. The first area was prevention of mother-to-child transmission of HIV, with services provided to the HIV-positive female population between November 2001 and April 2002. The second was the development of a financial sustainability plan for the Global Alliance for Vaccines and Immunization and for the nationwide fortification of salt with iodine and diethylcarbamazine to eliminate iodine deficiency and lymphatic filariasis transmission. Serious constraints to implementation were the compartmentalization of activities within and between Ministries and the lack of reliable baseline data.

13. Youth and HIV/AIDS activities received set-aside funding and facilitated the creation of voluntary counselling and testing services in five regions, and increased the capacities of NGOs and their cooperation with Ministries. Knowledge and awareness of HIV/AIDS among adolescents increased, with a high level of youth participation taking place in programme design and implementation. The two principal constraints were the lack of government involvement in prevention programmes and the inability of many NGOs to sustain projects.

14. **Resources used.** According to the master plan of operations, a total of $1,965,000 in regular resources was planned for the 2001-2003 period.

Approximately 87 per cent of the regular resources available was spent by December 2003. An additional $790,000 was received from set-aside funds, of which 63 per cent was spent by December 2003.

15. During this period, 158 per cent ($924,458) of the 2002-2003 other resources ceiling of $604,700 was raised, of which 71 per cent was spent by December 2003. Main donors included: the Department for International Development (DFID) of the United Kingdom, the Joint United Nations Programme on HIV/AIDS, the Centers for Disease Control and Prevention in the United States, and the Netherlands.

16. **Constraints and opportunities affecting progress.** Programme implementation was severely affected by the lack of a results-based framework with clear indicators and the unavailability of reliable data for monitoring the situation of women and children.

17. Lack of resources and technical capacity hampered progress both at governmental and non-governmental levels. The slow and uncertain development of the political dialogue and low level of cooperation among different organizations dealing with children — Ministries, NGOs and community-based organizations (CBOs) — created a decision-making vacuum and made constructive dialogue on children's issues quite difficult.

18. Important opportunities for intersectoral collaboration were created through Youth and HIV/AIDS activities and the HFLE curriculum. Opportunities were created (but not fully utilized) to meet the needs identified by the Ministry of Health and the Regional Committees on the Rights of the Child to put data-gathering and monitoring systems in place. Some work has started with the Ministry of Labour, Human Services and Social Security to help with monitoring and reporting on child abuse and domestic violence.

19. **Adjustments made.** An analysis of achievements demonstrated that the objectives of the programme are broadly in line with the MTSP priorities. A more detailed analysis at output and activity level, however, revealed the need for some shift in focus and direction.

20. In particular, greater emphasis needs to be placed on the prevention of HIV/AIDS and the care and support of people affected by HIV/AIDS, with special attention paid to orphans and vulnerable children, mother-to-child transmission and behavioural change. Respect for women's and children's rights could be enhanced by strengthening the meaningful participation of children in ongoing activities such as child-friendly schools. Relevant programme components should move from a focus on early childhood education towards the development of policies and the strengthening of services of Integrated Early Childhood Development. In order to reduce disparities, the strengthening of Early Childhood services should focus on under-served communities. A greater awareness and understanding of gender issues could be achieved by giving them more emphasis in all existing activities. Policy development should be widened to include aspects of general health monitoring and nutrition. For the remainder of the cycle, the programme should also seek better integration of all aspects of quality education and healthy living.

21. The MTR recognized the need to adopt a clearer child rights and results-based management approach, to ensure a focus on the whole child and track progress throughout the life cycle of the child. Accordingly, five strategic results will be pursued within the existing programme structure: (a) the rights of children and

women included and monitored in the national development agenda in line with international and regional commitments; (b) all children 0-6 receiving the best start in life, with all their basic needs met; (c) all children 7-18 living healthy lives, learning and developing in child-friendly and participatory environments; (d) all children 0-18 protected from abuse, neglect, discrimination and violence; and (e) children, adolescents, youths (under 25) and women protected from HIV infection, with those living with and affected by HIV/AIDS receiving adequate care and support.

22. The MTR proposed a widening of collaboration in project planning and implementation to include personnel from all the Ministries, NGOs, CBOs, religious organizations and other non-traditional stakeholders. Experiences with intersectoral collaboration in Guyana have not always been positive and UNICEF will therefore have to play a more proactive facilitation role.

23. It is expected that the establishment of the new parliamentary Commission on Children and the development of a secretariat within the Ministry of Labour, Human Services and Social Security will increase the effectiveness of child rights advocacy and monitoring. A greater role can be also played by the Regional Democratic Councils and the Regional Committees on the Rights of the Child.

24. The MTR identified an urgent need for more openness and collaboration among donors, with the aim of providing the best possible services for the widest cross-section of Guyanese people, including women and children living in the most remote regions. The CCA/UNDAF process, commencing in 2004, will provide an important opportunity to enhance cooperation among United Nations organizations (particularly UNICEF and the Pan American Health Organization).

Peru

25. **Introduction.** A Country Programme Evaluation was conducted early in 2003, providing valuable technical inputs to the MTR process. The evaluation facilitated a comprehensive consultation with government officials, NGOs, donors, private-sector representatives, adolescents, and other United Nations agencies.

26. Other elements of the MTR process included: (a) the adoption of a high-level declaration during the MTR closing ceremony, ensuring that the new Government endorsed a country programme that had been signed by the discredited former Government; (b) an update of the situation analysis, MTSP priorities and the Millennium Development Goals, providing the backbone structure; (c) preparation of two reports on the Millennium Development Goals (UNICEF was the lead agency for the universal primary education and reduction of child mortality goals); (d) a workshop for the midterm management review; and (e) specific evaluations and studies, and specific technical meetings with government counterparts, to review the progress of each project.

27. **The situation of children and women.** The updated situation analysis clearly indicates that the process of consolidation of democracy in Peru has not been smooth. There is widespread social unrest, political instability and institutional weakness in all sectors, aggravated by frequent changes of personnel at all levels of government.

28. Because of the lack of reliable data from previous decades, it is difficult to measure progress in most social indicators. Moreover, national-level data hide huge

disparities in the fulfilment of children's and women's rights. The lack of a recent National Census showing the current distribution of the population also hampers monitoring and planning to address disparities.

29. In the highland and Amazon areas, an estimated 7 out of 10 Peruvians live in poverty. Almost half of the deaths of children under one year of age occur during the first month after birth, and are due mostly to preventable causes related to the mother's health and nutritional state or delivery complications. Vaccination coverage of children under one remained at 94 per cent in 2003, although information for remote areas of the Andes and Amazon is incomplete.

30. The national rate for completion of basic education is 60 per cent. However, the rate may be less than 30 per cent in rural areas, where one out of three girls drops out of school or fails to graduate each year. Child labour is extensive. Inadequate budgets continue to be a major problem for the education sector.

31. HIV/AIDS projections are alarming, and there is great lack of knowledge about the issue among the population. In order to provide treatment to the affected population, the Government, with the support of the Global Fund to fight AIDS, Tuberculosis, Malaria, is allotting $15.5 million for the 2004-2005 period.

32. A major development has been the presentation in 2003 of the final report of the Truth and Reconciliation Commission. The report documented 2,952 cases of criminal violation of children's rights by anti-Government rebels and Government armed forces. As a result of the report, the Government agreed to an almost $600 million Peace and Development Plan (2003-2006) for the regions affected by the conflict.

33. **Progress and key results.** The MTR noted that the rights-based approach and the general objectives and the strategies of the current programme of cooperation continue to be valid and coincide with the Government's social policies. There is a strong convergence of the main priorities of the country programme with the Millennium Development Goals and MTSP. The programme focused on the universalization of human rights and the inclusion of the excluded.

34. Although the country programme's broadly defined objectives made measurement of progress over the first half of the cycle a challenge, the MTR found no significant shortfalls in the achievement of planned results. However, delays were frequent, especially in the area of education, which was hampered by frequent teacher strikes and the Government's declaration that this sector is in a "state of emergency".

35. The Local Initiatives for Social Inclusion programme was designed to contribute to the participatory development of strategic interventions emphasizing equal access to quality, culturally relevant social services and the exercise of citizenship and adolescent participation rights. The Promotion and Monitoring of Rights programme aims at strengthening both access to information and knowledge and commitment and participation in support of establishing inclusive public policies for the realization of children's and women's rights. The MTR found that the latter programme was less developed than the first, and extra efforts will be made in 2004-2005 to improve this situation. However, progress has been made in the programme's targeted areas, and fighting social exclusion has become part of the agenda of decision makers in the country.

36. The country programme involved close work with partners in geographic areas where extreme disparities exist. The aim of this work was to identify mechanisms of exclusion and to design more inclusive policies promoting the rights of all children. Some of the initiatives originally developed through the *Proandes* subregional programme are now being adapted to the Amazon region. Policy makers are showing increased commitment to social rights, promoting respect for different cultures and combating exclusion in this part of the country.

37. Although UNICEF has been working with the indigenous population in the Amazon in specific areas, such as health, concerted efforts to define inclusive, intercultural policies in the Amazon region began only in 2001. The experience gained in the Andean highlands to stimulate intercultural dialogue and combat exclusion has proved very helpful as a guide; however, the Andean experience is not entirely applicable to the Amazon region, where policy needs vary considerably because of the different realities faced by the indigenous population. The MTR found that the work of UNICEF in the Amazon area is having a positive impact on children and women and is highly regarded by the local population and the Government. Strong links have also been established with the indigenous populations in neighbouring Ecuador through coordination with UNICEF Ecuador.

38. In education, the programme has promoted timely school enrolment and increased access and retention at the primary-school level, emphasizing the most excluded areas. The improvement of education in areas affected by violence has led to greater public awareness of human rights. Other key results are the adaptation of the curricula to the cultural context and the tailoring of school management to local requirements.

39. The programme has contributed to the improvement of some Early Childhood indicators such as the reduction of low birthweight rates in excluded communities. For example, in the target areas of Apurímac, the incidence of low birthweight was reduced from 8.9 per cent to 4.0 per cent between 2002 and 2003, and in Cuzco from 4.3 per cent to 2.7 per cent during the same period. UNICEF has also created countrywide awareness of the urgent need for improved Early Childhood Development practices and care facilities, especially in the most deprived areas of the Andes and Amazon regions.

40. In health, the concept of 'health-friendly facilities' adapted to the cultural beliefs of different ethnic groups has been successfully introduced and adopted by other organizations, such as the Inter-American Development Bank. UNICEF has worked with NGOs and other partners to establish and equip centres where pregnant women who live far away from health facilities can receive prenatal care and delivery. UNICEF has been the lead agency promoting achievement of universal salt iodization.

41. In immunization, an in-depth assessment of Peru's cold chain was conducted, and corrective measures were implemented after UNICEF found that vaccines had frozen in the Andes highlands. An emergency vaccination campaign to save two ethnic groups from extinction in the Amazon region was supported.

42. Regarding HIV/AIDS, young people were given support to produce media programmes (mainly TV and radio) on prevention and treatment of sexually transmitted infections and HIV/AIDS.

43. In child protection, birth registration was embraced as a priority issue by local authorities in the most excluded areas of the Amazon region. Public awareness has been raised on the need for urgent attention to the situation of children and adolescents in coca-growing areas. The number of Children's Rights Defence Centres has increased countrywide, and their role strengthened to prevent violations of, and raise awareness about, their rights.

44. A study on the image of UNICEF among the business and professional communities, conducted within the country programme evaluation, indicated that they have a positive image of UNICEF and that there is a window of opportunity to establish strategic alliances with the business sector. The study also identified the need for UNICEF to speak out more forcefully about violations of children's rights and to recommend solutions while publicizing the work of UNICEF and its results more aggressively.

45. Peru is periodically affected by natural disasters. Being prepared to respond immediately is a key component of the "During Emergencies, Children Also Come First" developed for earthquakes, cyclical floods and periods of extreme cold.

46. **Resources used.** According to the master plan of operations, a total of $2,648,000 in regular resources was planned for 2001-2003. Approximately 98 per cent of the regular resources available ($2,613,000) were spent by December 2003.

47. From a Board-approved ceiling of $15,923,000 for 2001-2003, a total of $10,187,000 of other resources (64 per cent) were raised during that period, of which 85 per cent was spent by December 2003. Main donors included the United States Agency for International Development, the Spanish National Committee for UNICEF, the Government of Finland and the United Nations Trust Fund.

48. **Constraints and opportunities affecting progress.** The first-ever Declaration on Indigenous Children made by the United Nations Secretary-General was delivered in Machu Picchu during his visit to Peru in November 2003. The role of UNICEF Peru, in collaboration with the Regional Office for Latin America and the Caribbean, was crucial to the launching of this historic document.

49. In May 2002, Peru's National Plan of Action for Children (*Plan Nacional de Acción por la Infancia y la Adolescencia 2002-2010*) was presented by the President at the United Nations General Assembly Special Session on Children. A law passed by the Congress requires the Prime Minister to present an annual progress report, and a multisectoral commission has been established to coordinate the Plan's implementation and monitoring.

50. An alliance for children (*una alianza en favor de los niños*) was created following the Public-Private Private Partnership Dialogue for Children (*Dialogo por la Niñez entre los Sectores Público y Privado*), held in May 2003, a major milestone for promoting the rights of children and adolescents in Peru. As a follow-up action, agreements to carry out activities on behalf of children's rights were signed with prominent business associations.

51. There is a strong relationship between UNICEF Peru and the National Conference of Bishops. An agreement was signed in 2003 committing both organizations to continue working together on behalf of children's rights, including the establishment of church-based rights monitoring centres.

52. In terms of constraints, the MTR found that there is a need to strengthen monitoring and evaluation activities with counterparts. Resource mobilization has been a constant challenge, with very little funding available for vital advocacy activities. Improving intersectoral integration of programme implementation is also a major challenge.

53. Social unrest, crime and political violence are areas of major concern and have directly affected the work of United Nations agencies. Anti-Government violence and illegal drug operations are occurring in some of the areas where UNICEF activities are implemented. These have complicated logistics and have required an increase in allocation of resources to security issues.

54. For the first time, a UNICEF-supported programme is being implemented in Amazon areas marked by extreme social exclusion, such as Condorcanqui and San Lorenzo. The operational costs of this programme are very high because of the precarious logistics, poor infrastructure and security concerns.

55. In creating a broad alliance for children, the country programme works at the local, regional and national levels with a wide range of counterparts, including central and local government, community, private sector, church, adolescents and indigenous organizations. The multiplicity, dispersion and weak institutional capacity of some counterparts have represented a challenge in relation to operations and monitoring.

56. **Adjustments made**. The MTR did not recommend any change in the programme structure. Changes in the UNICEF office internal structure, to be submitted to the regional Programme Budget Review, are aimed at facilitating closer collaboration with Congress on policy-related issues, with the Ministry of Finance on budgetary allocations and with the Ministry of Women and Social Development on the follow-up to the National Plan of Action for Children.

57. Recommendations regarding programme content included:

(a) exert, within the context of decentralization, a constructive influence on national, regional and local policy affecting the rights of children and adolescents;

(b) foster a broad democratic debate aimed at guaranteeing sufficient funding for government policies and programmes guaranteeing the rights of children and adolescents;

(c) facilitate and support further efforts designed to mobilize the private sector and international funding institutions as strategic allies on behalf of the rights of children and adolescents;

(d) strengthen monitoring and evaluation of all programme interventions to understand the conditions required to make them sustainable and to define an exit strategy;

(e) elaborate a more effective strategy for dissemination of information and key messages with the mass media, counterparts and allies, especially to be more "vocal" on the impact of UNICEF efforts.

Major studies and evaluations

Peru country programme evaluation

58. **Reasons for and purpose of the evaluation.** In April 2003, the Peru country office requested that the MTR scheduled for October be supported by a country programme evaluation under supervision of the Evaluation Office in New York headquarters and the participation of the Regional Office for the Americas and the Caribbean. The Peru evaluation was the first pilot case conducted as part of the DFID-funded Project for Country Programme Evaluation Methodology and Guidance Development, which is being implemented by the Evaluation Office. The evaluation was designed to lay a foundation for the MTR process and to generate conclusions, recommendations and lessons learned to be utilized for the development of strategy and planning for the next country programme. The central purpose of the evaluation, beyond its support role to the MTR, was to assess the positioning of UNICEF in the national context in light of the evolving situation of children and women and the current policies, strategies and activities of governmental and non-governmental partners.

59. **Brief summary of design and methodology.** The scope of the evaluation covered the previous country programme (1996-2000) and emphasized the first half of the current country programme (2001-2005). The evaluation took place at the national level as well as in two selected provinces, Cuzco and Cajamarca. In selected districts in these provinces, and in selected communities within the districts, the evaluation conducted more in-depth studies to assess the performance of UNICEF-supported activities. Findings, conclusions and recommendations were validated with partners in a series of meetings and workshops.

60. **Summary of participants in the process.** An independent team of international and national consultants conducted the evaluation through broad consultations with government and United Nations partners, donors, NGOs, civil society and the country management team of the UNICEF country office. The evaluation was guided by a Joint Reference Group composed of representatives of the Government of Peru, NGOs, selected resource persons as well as UNICEF. Eligibility was determined on the basis of involvement in the development of past and/or present country programmes. Reference groups at the provincial level also participated in this process. The participatory approach resulted in greater national ownership of the Peru-UNICEF programme of cooperation.

61. **Conclusions, lessons learned and recommendations.** Conclusions and recommendations fed into the MTR process described above. The evaluation noted the shift from the former country programme, oriented largely towards a sectoral and service-delivery approach, to the current programme emphasizing capacity development and empowerment among the poor, especially women, in isolated regions of the country. The main challenge identified was sustainment of these innovative initiatives at the local level, as well as replicating and mainstreaming them in a broader context.

62. The pilot evaluation proved an invaluable learning experience for the overall Methodology and Guidance Development Project. The evaluation suffered from a lack of clarity concerning the respective roles and interrelationships of the evaluation and the MTR. It was difficult, therefore, to translate its broader findings and recommendations into management and programmatic issues for the MTR. This

challenge should, however, be addressed during the strategy development process for the next country programme.

63. To the extent that the evaluation is linked in the future to the MTR, UNICEF should develop clear terms of references for the evaluation exercises, with the MTR clearly in mind. In a broader context, UNICEF will have to assess the most efficient and cost-effective means of monitoring and reviewing the performance of the country programme, evaluating its contribution to the national capacity for promotion and protection of children's rights.

Study on effective schools for children from low-income sectors in Chile

64. **Reasons for and purpose of the study.** In Chile, opportunities to work and participate are limited for those who do not have at least secondary education. Current figures show that about 32 per cent of students do not finish a secondary education. The percentage is almost double in rural areas, where 6 out of 10 students do not complete secondary school. This situation is even more pronounced in the poorest areas, where the low quality of schools is one of the factors perpetuating poverty and threatening the achievement of the Millennium Development Goals.

65. The study, conducted in 2002-2003, analysed the characteristics of schools and learning systems, including how well these schools are able to provide adequate conditions and learning achievement for students from poor and vulnerable families. Studying the extent to which these schools meet the goals of efficiency, effectiveness and equity is particularly relevant for decision makers in their formulation of policy affecting vulnerable groups.

66. **Brief summary of design and methodology.** By matching good learning achievement — through the 4th and 8th grades in 1996, 1997, 1999 and 2000 — with various poverty levels, 14 "effective schools" were selected through data provided by the quality measurement system of the Ministry of Education in the year 2000. A qualitative inquiry was carried out in each school, guided by the following questions:

(a) What dimensions of the educational work determine the efficacy of these schools?

(b) What are the factors that explain the learning achievements of these schools?

(c) How can these schools overcome the severe limitations imposed by the context of exclusion and deprivation?

67. Information was collected via questionnaires, group interviews with students, teachers and parents, direct observation of classes, and analyses of school and other records. With these results, a first analysis was completed at the school level, identifying the variety of factors contributing to the achievement of a high-level of effectiveness. A second, transversal analysis was made to obtain more general conclusions, guided both by the findings from each school as well as by the existing literature on the subject.

68. **Summary of participants in the process.** The study was commissioned by UNICEF and the Ministry of Education through a consulting firm. A group of 17 experts in education also participated, revising and processing field data. The local private sector funded the study with $38,000.

69. **Significant children's and women's rights issues addressed.** Meeting a commitment to provide quality education for the poorest and most vulnerable students requires not only the expansion of educational opportunities but also the systematic elimination of all barriers to accessing quality schooling. The study is an important effort in the promotion of a child's right to quality education and is a significant contribution to the policy dialogue around secondary education in Chile. The study also makes a major contribution to the regional debate and contributes the principles and framework for the development of effective schools for the poorest population within the context of the MTSP and the Millennium Development Goals.

70. **Conclusions, lessons learned, recommendations.** The more effective schools have identified a clear goal and have translated it into concrete objectives, targets and plans of action that are implemented and evaluated. Management focuses on the pedagogical aspects, with the director and teachers committed to improving the learning of all their students, including children with special educational needs. In addition to a strong sense of identity, these schools have clear, explicit and universal rules, which draw on the professionalism of the staff and impart values that include self-discipline and the work ethic.

71. The teachers receive ongoing training according to the learning needs of their students. Spaces for collective reflection and teamwork are created, and teachers receive ongoing advice and regular performance evaluations. Teachers demonstrate good mastery of the knowledge they are transmitting and of the methodologies they use. Classes are structured and well planned. Content is drawn from students' daily life. Teachers maintain high expectations of their students, and evaluation is a regular activity in the classroom.

72. **Use of the study.** This study was launched jointly with the Minister of Education and is being shared with those involved in the formulation of education policy at national and local levels as well as to all teacher-training institutions. Materials for directives, teachers and families are being elaborated for the training given by the Ministry of Education to all actors. In October 2004, an international seminar will address the issue of Education and Equity, adding to some aspects of the study.

The situation of children's diversity and equity in Brazil

73. **Reasons for and purpose of the study.** Brazil is one of the countries with the greatest social disparity in the world. In the Americas, no other country has a higher Gini coefficient. The household-income ratio between the richest and poorest 20 per cent has remained relatively stable over the past 30 years, with the richest 20 per cent earning 30 times more than the poorest 20 per cent.

74. This inequity exists also in the social sectors, affecting children in particular. To combat such discrimination and violation of children's rights, UNICEF conducted and disseminated a special analysis of diversity and equity as an advocacy measure to promote equity and non-discrimination.

75. **Brief summary of design and methodology.** UNICEF Brazil, in cooperation with the Brazilian Institute for Geography and Statistics (*Instituto Brasileiro de Geografia e Estatistica*), produced a rich database from the 2001 Census, using the framework of the life cycle and a set of equity and diversity indicators. The database utilized information available from Brazil's five macro-regions, 27 states and 5,507

municipalities, which was disaggregated by gender, income, race/ethnicity, disabilities, level of education and location (urban/rural). The equity ratio (the ratio between the worst-off and the best-off groups) was then calculated for each indicator and each disaggregation.

76. **Summary of participants in the process.** This analysis was conducted through a process of ample consultation and participation. UNICEF Brazil prepared a first draft, with comments and contributions culled from UNICEF headquarters, the Regional Office for Latin America and the Caribbean and the Innocenti Research Centre in Florence. The preliminary draft was then presented and discussed at the first Child Hope Seminar, held in Brasilia in June 2003, with the participation of state governors, federal senators, ministers and secretaries of state, mayors and representatives of the afro-descendent and indigenous peoples movements, of the disabled, and of governmental and non-governmental organizations from all parts of Brazil. The richness of inputs of this event was fully incorporated in the final report.

77. **Significant children's and women's rights issues addressed.** The situation analysis of the equity and diversity of Brazilian children introduces themes and data on public policies that focus on the need for eliminating all forms of discrimination against children. The central premise of the report is that differences based on gender, race, ethnicity, disabilities, and rural vs. urban environments, have become intolerable disparities and pose serious barriers to Brazil's development.

78. **Conclusions, lessons learned, recommendations.** The results are striking. For instance, afro-descendent children are twice as likely to be out of school than other children; adolescents with disabilities are four times more likely to be illiterate than adolescents without disabilities; children living in rural areas are eight times more likely to live in households without access to safe water than children living in urban areas; children whose mothers have no education are four times more likely to work than children whose mothers have a higher education; and poor children are three times more likely to die before reaching five years of age than their wealthier peers. Based on this dramatic inequity, UNICEF Brazil is advocating for the Government and civil society to establish human development goals based on the human rights principles of universality and non-discrimination.

79. Efforts to achieve the education targets of the Millennium Development Goals/ *World Fit for Children*, in terms of national averages, should apply equally to reducing disparities often hidden in national averages. For example, efforts to achieving a 50-per-cent reduction in the number of school-aged children out of school, as part of achieving the *World Fit for Children* goal for 2010, should be applied equally towards reducing, by 50 per cent, the out-of-school gap between richest and poorest segments of the population. This has clear implications for policy-makers. It means that relevant and effective public policies are needed to improve the situation of the excluded groups at a faster pace. These policies should also be planned and implemented with the participation of those most affected by the disparities, to assure that policies are fully based on the culture, values, perspectives, knowledge and experience of the excluded groups.

80. UNICEF advocates with the Government, the United Nations family and civil society to adapt the Millennium Development Goals and goals of *A World Fit for Children* in an equitable manner, aiming to reduce the huge inequities due to factors such as race/ethnicity, poverty, urban vs. rural and geographic location, level of a mother's education and disabilities.

81. **Use of the study.** UNICEF presented the draft results of this report before a national conference that included representatives of afro-descendent and indigenous movements, associations of persons with disabilities and adolescents. The final analysis and recommendations were presented to local governments and civil society in 13 state capitals. UNICEF Brazil supported the creation and development of intersectoral and intercultural networks to monitor the progress and the implementation of the Millennium Development Goals and goals of *A World Fit for Children*. These networks included, for instance, an Interministerial Committee composed of 16 governmental institutions and a network of civil society organizations that are currently producing the first *World Fit for Children* report for Brazil, including the calculation of the goals to reduce inequity. A rich database on child equity for all Brazilian states and municipalities has been produced, replete with 500 maps and graphs.

Conclusions

82. The UNICEF programmes analysed and the studies referred to in this report mirror the institutional concern that disparities within the countries in the Latin America and Caribbean region must be identified, measured and addressed as a matter of urgency. Common to all countries in the region is the need for sound public policies that target this excluded population. Technical assistance from UNICEF to promote and support a human rights-based perspective is increasingly in demand. The efforts to define programme objectives better in a results-based framework continue; however, the limited availability of quality, disaggregated data is a source of concern, as this data is needed both to analyse the situation of children and women in terms of the various pockets of exclusion and to assess the impact of interventions supported by UNICEF.